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N.C. Sub-Committee of State Prison Advisory...

Report of Sub-Committee of State Prison Advisory...

[North Carolina]

1930

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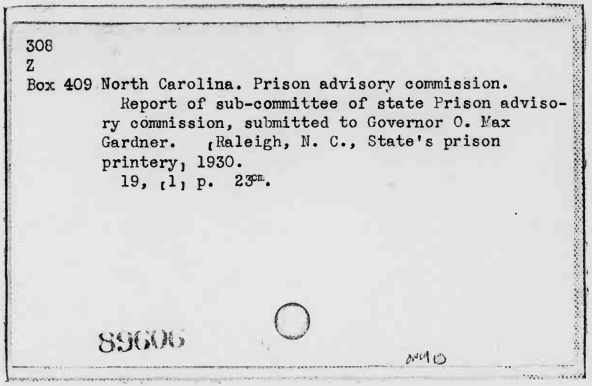
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Box 409 North Carolina. Prison advisory commission.
Report of sub-committee of state Prison advisory commission, submitted to Governor O. Max Gardner. [Raleigh, N. C., State's prison printery] 1930.
19, [1] p. 23cm.

S9606

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TECHNICAL MICROFORM DATA

FILM SIZE: 35mm REDUCTION RATIO: 11:1 IMAGE PLACEMENT: IA (IIA) IB IIB

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Box 409

REPORT

OF

SUB-COMMITTEE OF STATE PRISON ADVISORY COMMISSION

Submitted to
Governor O. Max Gardner

1930

REPORT

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SUB-COMMITTEE OF STATE PRISON ADVISORY COMMISSION

Submitted to
Governor O. Max Gardner

1930

C.J. c. 137. mu/ar

Greensboro, N. C.,
December 12, 1930

To His Excellency, GOVERNOR O. MAX GARDNER,
Raleigh, North Carolina.

Sir:

We have the honor to transmit herewith report of the subcommittee of the State's Prison Advisory Commission, which subcommittee was recently appointed by you to consider recommendations to be made for the handling of the prison situation in North Carolina, based upon a study of Dr. Howard W. Odum's report and other data and information in connection with the prison situation. We believe our recommendations constitute a well considered prison program for the 1931 General Assembly to undertake.

We are also sending a copy of this report to each member of the Prison Advisory Commission, and also to members of the State's Prison Board.

Respectfully submitted,

A. D. MacLean

J. W. Bunn

George Ross Pou

T. L. Bland

E. B. Jeffress

Report of the Subcommittee on North Carolina's Prison Problem

Scope of Investigation

Realizing that the time had arrived in North Carolina for a searching inquiry to be made into the question of the North Carolina State Prison, its facilities, its financial, agricultural and industrial activities, the question of parole and probation, and a study of the modern trend in penology, a Commission was appointed by Governor Gardner in March, 1930, and the Committee held its first meeting in Raleigh on March 11, composed of the following persons:

L. F. Abernethy, Hickory; T. L. Bland, Raleigh; E. B. Bridges, Charlotte; J. W. Bunn, Raleigh; R. A. Doughton, Raleigh; Baxter Durham, Raleigh; A. H. Graham, Hillsboro; E. B. Jeffress, Greensboro; C. O'H. Laughinghouse,* Raleigh; A. D. MacLean, Washington; Nathan O'Berry, Raleigh; Howard W. Odum, Chapel Hill; George Ross Pou, Raleigh; J. G. Stikeleather, Asheville; L. G. Whitley, Raleigh; with Governor Gardner acting as Chairman.

This Commission has held several meetings and authorized Dr. Odum to make an exhaustive study of the State Prison situation; it also authorized a subcommittee, composed of E. B. Bridges, A. H. Graham, T. L. Bland, and George Ross Pou, to visit Alabama to study and report upon the Alabama prison plant, which is one of the most modern in the country; it has had the benefit of several meetings with the Directors of the State's Prison; the full cooperation and helpful advice of Superintendent George Ross Pou; inspections have been made of the Central Prison at Raleigh and of the Caledonia State Prison Farm, and of the Cary Prison Farm; it has had the benefit of reports from various other states and prison commissions, such as "Report of Special Committee on the Parole Problem" appointed by Governor Franklin D. Roosevelt of New York, January 24, 1930; excerpts from the proceedings of the Governor's Conference, 1923-1928, upon the "Solution of the Prison Labor Problem"; reports of the National Committee on Prisons and Prison Labor; the research work of a large group of people under Dr. Odum's direction, all set forth more fully in his report which has been transmitted to you.

The very comprehensive and constructive report of Dr. Odum has been of great value to this subcommittee. His work constitutes the most thorough and complete study ever made of the North Carolina prison problem, and is, perhaps, one of the outstanding works of its character in the country.

* Deceased.

RECOMMENDATIONS

The subcommittee, after a careful study of all available information upon the prison situation in North Carolina and its social and economic phases, recommends that action be taken in the 1931 General Assembly as follows:

1. Enactment of laws providing for a system of parole with proper machinery for its administration, and with an adequate follow-up system to see that paroled prisoners observe the conditions of parole.

2. That adequate facilities be provided for the useful employment of all prisoners physically fit for work, so that all such prisoners may have profitable employment; that as many as possible should be placed upon the highways, and also used for the production of road materials; that more intelligent farm operations be established, including facilities for saving the products produced upon the farms; that dairying and allied industries be added; that cold storage plants, granaries and canneries be established for the purpose of adequately protecting the meats and foodstuffs produced; that production of money crops, such as cotton and peanuts, be diversified by increased production of foodstuffs and products intended for use not only for the prison but for other State institutions; that such industries be conducted by the State's Prison the products of which can be largely devoted to State use as more particularly set forth further on in this report.

3. The adoption of the parole system in North Carolina and the expansion of the Prison's agricultural program means that proper facilities must be provided to make this program a success. It is admitted that the present Central Prison is not now adapted to, or can be economically altered into the type of prison plant that meets modern demands. It is unsafe from the standpoint of fire protection; it is costly to heat; it is expensive to operate; it is devoid of proper sanitary facilities; it lacks adequate hospital facilities; and, in general while possessing an imposing appearance, its condition as a central plant is thoroughly uneconomic, and it possesses the danger of a fire trap.

A new central prison should first be constructed on the Cary Farm; the present prison farms should be more intensively cultivated and facilities expanded. If work is not found for the remaining idle men an additional farm should be purchased in the eastern, and later — as the needs develop — one in the western section of the State — all as more particularly set forth in this report.

In the development of these two plants, many of the now idle prisoners can be put to work. It is possible also that some of the institutional farming operations now being carried on by the individual institutions can be taken over. This would give additional employment to prisoners and relieve the present idleness.

4. In order to carry out the above program it is requested that the General Assembly make available for the purpose the $400,000.00 bond issue heretofore authorized by the 1927 General Assembly, but unexpended.

5. That there be established a coordination of all State agencies dealing with penal and correctional institutions; that the facilities of the North Carolina Agricultural and Engineering College, the State Department of Agriculture, and other agencies, be made available and utilized for the purpose of obtaining the most expert advice and guidance upon the agricultural and other problems.

6. This enlarged program requires the need of a more trained personnel, and it is, therefore, recommended that the University of North Carolina and the State College of Agriculture and Engineering devote attention to the training of proper persons for the personnel of the prison farm and industrial operations, and for handling the prisoners.

7. That if the State Highway System takes over the county highways of North Carolina the General Assembly must also provide for taking over the county convicts by the State's Prison, else the counties will be forced to levy direct ad valorem tax for the maintenance of county convicts with practically no means of useful employment of the convicts.

We set forth below more fully the information upon which we base the above recommendations, all of which information herewith submitted is to be considered as a part of the recommendations as fully as if set forth under the appropriate headings.

PAROLE

One of the controlling factors in our recommendation of the above program for handling the prison problem in North Carolina is based upon the adoption of a system of parole and probation with adequate machinery for its proper administration. As a matter of fact, parole may be termed the keystone in the arch of the proposed prison system of North Carolina, since it is believed that a proper system will enable the prison management to more economically handle the prisoners; that it will encourage a better prison spirit and fuller cooperation of the men and women in the State's Prison in the tasks assigned them; that it will build up a better morale; and that it will hold out the hope to a man or women that faithful service from the very start of the prison term will hasten the day for the final release of the prisoner, not to be cast out upon society at the end of the term, often without friends or money, but that the State lends a helping hand to a reformed prisoner to re-establish himself or herself in a useful occupation, and with assistance in re-adjustment to after-prison life.

A proper parole agency should be set up, with sufficient employees so that proper contacts may be kept with those released

find employment. It would be better for the State to retain them awhile and utilize the opportunity for educational training and in preparation for return to civil life.

EMPLOYMENT OF PRISONERS

The second phase of the prison problem involves the question of employment of the prisoners, the type of employment, the kind of farming, and the sort of industries to be maintained by the prison management. A large number can be profitably utilized upon the farms, especially those whose former habits of life, or whose tendencies fit them for farmers, but there are many others whose natural tendencies abhor farming and these can be more profitably and happily employed in some of the industrial activities of the State's Prison. Improved farming methods must be adopted upon the State's Farms, and dairying and stock raising should be added for the improvement of the soil as well as providing meats, dairy products, and foodstuffs, not only for the prison but for other State institutions. Cold storage plants, granaries, and canneries should be installed for the purpose of protecting the meats and foodstuffs produced, and a State system of purchasing should be inaugurated by which the surplus requirements of the State Farms can be utilized at State institutions, thereby saving the taxpayers large sums of money, much of which is now going out of the State for the purchase of foodstuffs which can and should be economically produced in North Carolina. (See statement attached hereto of the amount of money spent for such products by State institutions and agencies.)

As many prisoners as possible should be placed upon the highways and in the quarries and gravel pits so that the road work of the State can be enlarged and greater service rendered to the people. The making of concrete pipe at the State's Prison, and the manufacture of the automobile license plates are illustrations of prison industries maintained to supply State needs, and these should be continued.

The State printing plant has worked successfully, not only in providing for a small part of the State printing, but has also provided vocational training for a number of men, which enables them to adjust themselves after prison life.

An industry can be organized around the shop of the State Highway Commission at Cary for the construction and repair of automobiles and trucks and roadbuilding machinery used by the Highway Department, and it is probable that construction and repair of school busses can also become a successful prison industry. The State is becoming largely responsible for the schools, and truck expense is a large item in the county school budgets. Such an industry, if properly developed, would give opportunity to train a large number of capable young fellows in a trade which should assist them in re-adjusting themselves when they leave prison. Guilford County has recently made a

successful experiment in repairing and maintaining its trucks and road building equipment at the prison camp, and we are confident that the State could coordinate its prison and highway endeavors successfully.

A laundry is now being operated as one of the prison industries, utilizing the women prisoners. This laundry can probably be expanded to care for most, if not all, of the State institutions' laundry in the Raleigh zone.

A sewing room is now being operated at the Central Prison, utilizing women labor, and is engaged in the manufacture of clothing for State use. This industry can be expanded, especially if the State should take over control of county convicts.

As needs develop other industrial activities can be operated for the purpose of supplying needs of State agencies.

The dairying, and other livestock operations recommended in this report, should provide a diversity of training and employment for prisoners which will enable them to better re-adapt themselves when they are paroled.

The report shows that at the Caledonia Farm, and other camps, approximately 250,000 pounds of pork meat were produced last year, but that all of this could not be saved due to the fact that no cold storage packing plant was available, and many of the hogs had to be sold alive to packing houses — not always upon the most favorable market. During the same period the State's Prison purchased approximately 500,000 pounds of salt meat. With proper facilities not only can all of this meat be raised on the present State farms, but such things as hams, shoulders, sausage, salt meats, lard, and other products can be supplied to other State institutions. The Caledonia Farm is excellently adapted for pork production, and the Cary Farm is admirably adapted for intensive dairying operations, although dairying can also be successfully engaged in at the Caledonia Farm.

It is recommended that immediate attention be given to the construction of a heavy duty, all weather road from the Caledonia Farm to the railroad station at Tillery. It is most essential that this be done, and prison labor can be profitably employed in this project. It is also recommended that as early as practicable the highway from Caledonia Farm connecting with the State Highway System be given an all weather surface treatment. This is essential, especially in view of the agricultural program recommended for the Caledonia Farm.

It is recommended that such vegetables and produce as can be used in State institutions and in the State's Prison be produced, and that the excess be canned, but that the State not engage in this except for the purpose of State agency and institutional use.

NEW CENTRAL PRISON

The new Central Prison should probably be located upon the Cary Farm because:

1. Of its central location.

2. Of the possibility of developing dairying to supply State institutions in the Raleigh zone, for this type of land will be highly improved by dairying operations.

3. Of the possibility of coordinating the highway shops as one of the prison industries, and also developing other industries and the continuation of existing ones near the institutions and departments utilizing the products thereof.

The new State prison plant should be designed along modern lines of an inexpensive type of architecture — largely one and two story buildings, and this institution, among other things, should be composed of the following departments:

1. The receiving and classification station for all prisoners.

2. Quarters for the handling of incorrigibles, and for the safekeeping of prisoners held for trial.

3. Quarters for the death cell and electrocution department, perhaps, segregated from other prisoners.

4. Quarters for prisoners needed for the Central Prison farming and industrial operations.

5. Complete hospital and medical examination facilities.

6. The bureau of identification.

7. The State Superintendent and the State Prison Warden's office.

8. Quarters for female prisoners segregated from the men's quarters.

9. Probably segregated quarters for the handling of negro girl delinquents as there is a pressing need for a department of this sort.

10. And probably quarters for disabled prisoners not yet paroled or assigned to other institutions.

DISPOSITION OF THE OLD CENTRAL PRISON

It is suggested that the State can make profitable use of the present old Central Prison plant by converting part of it into a central State warehouse to be utilized as a part of the State central purchasing agency which it is proposed to create. The walls are sound and the old cells and floors and partitions can be removed and concrete floors laid at a reasonable cost. Two or three floors can be created in one of the wings with the elevator service and a sprinkler system installed in order to reduce insurance rates. The other wing can be altered as needed. The State will undoubtedly find a central warehouse and a centralization point very useful. It might be possible to continue operation of

the concrete pipe plant and the license tag plant as prison industries operated in the present location and transport prisoners back and forth.

It is also suggested that the present office section of the plant can be fire-proofed and a small heating plant installed for this section and utilized for some offices or departments of the State Government.

FINANCIAL ASPECT

A careful study of the State Government, and its departments and institutions, leads to the inescapable conclusion that economies in State purchasing over present methods of purchasing can be effected by the creation of a contract and purchasing agency, which will reimburse the State in one year's operations for the whole cost of the prison construction and alteration program recommended in this report. By the utilization of its prison plant and prison farms to produce products needed by State institutions and State agencies as far as possible; the proper warehousing and protection of the products so produced; the distribution of these products through the Contract and Purchasing agency of the State, together with the exercise of the greatest business efficiency in making purchases of those products and supplies which must be purchased from private sources, the State will bring real business management into State business operations.

NEW STATE FARMS

In the purchase of new State farms the advice of the soil and farming experts in the State's departments and institutions should be obtained, and especially attention should be given to adaptability of the lands for the type of farming contemplated. The Stafe Health Department also should be consulted as to the possibilities of adequate drainage and sanitary conditions. It is recommended that farming operations be conducted in sufficiently large units to be economically managed, but that the farms be located in different parts of the State so that the State's Prison agricultural system will be enabled to take full advantage of the State's climate conditions and agricultural diversity. We believe, however, that no new farms should be purchased until (1), the Cary Farm unit is constructed, and (2), the needed improvements are made at Caledonia Farm. In the development of these two plants many of the now idle prisoners can be put to work.

COORDINATED EFFORTS

In the handling of the prison problem in North Carolina, as well as in the handling of all other problems, the State should be able to synchronize, harmonize, and utilize its trained personnel. For instance, dairying operations and farming operations at all State institutions should be under the general supervision and direction of the experts now in the employ of the State.

We are spending thousands of dollars to teach farmers better agricultural methods when only recently such expert knowledge was applied to some of the State's own farming operations. The policy of producing pure seeds should be continued, the State Agricultural Department and the State A. and E. College should be utilized to the utmost, and State test farm work coordinated with prison farm operations.

At every prison camp there should be ample sanitary facilities provided, with an abundance of pure water, and hot and cold shower baths. Prisoners should be trained in the rules of sanitation because many of them come from homes where modern rules of sanitation are unknown. The State Health Department can assist greatly in directing this educational work. There are many other ways in which the trained personnel of the State can be mobilized to assist in the handling of the prison problems.

TRAINING EMPLOYEES

The newer type of prison program in North Carolina will involve a different type of employee in the handling of the prisoners. Schools for training guards and foremen, and other employees, should be held, possibly as an extension work of the University or A. and E. College, so that the most intelligent treatment of the prison subject can be brought to these men who are in intimate contact with the prisoners. It is possible that many of the old type prison guards will be found unsuited and that it will be necessary to bring in other men of a different type. If the State does establish an improved civil service system all prison employees should be placed under such rules and regulations as are adopted.

COUNTY CONVICTS

The problem of the State's Prison is only half of the prison problem in North Carolina. There are as many men in the 51 county chain gang camps as there are in the State's Prison, and only about ten of the camps in North Carolina can be said to fully conform to the present day standards for caring for the convicts. This immediately presents the problem of whether the present is not the time for the county convicts to be transferred to State control, the State to utilize existing county convict camps, which meet the required standards of housing and sanitary conditions, as camps for short term prisoners — say, up to six or twelve months — and all others to be sent to the State's Prison. In other words, since the county is a ward of the State is it not better for the State while planning its prison system to plan to take care of the whole prison population in its enlarged farming program, and upon State road work, and in allied industries producing materials for highways? Certainly the parole system must apply to county prisoners as well as to State prisoners. County government cannot be organized on an efficient and economic basis as long as the counties have the convict camps as a part of the

county administrative work. Certain it is that if the State Highway System is to assume charge of most of the county highways the counties will have little or no work for the prisoners to do, and the State will be better prepared to handle and manage them and coordinate them than the counties. Jails, as far as possible, should be kept free for receiving prisoners yet to be tried, and those prisoners sentenced to terms and disabled for work should be sent to some prison camp or to the State's Prison System. Only by this method can many of the counties avoid having to increase jail capacities to care for prisoners. Smaller counties should be permitted to have district jails, because the expense of maintaing proper jails is too great a charge upon some of the smaller counties

MOBILIZATION OF SOCIAL AND EDUCATIONAL FORCES

There will, of course, always be crime and criminals, but we believe that a proper coordination and mobilization of the social and educational forces of North Carolina can do much not only to decrease the number of prisoners but ultimately to decrease the number of dependents in our eleemosynary institutions. This introduces the following problems:

1. Broken homes and domestic troubles.
2. Ignorance and poverty.
3. Employment.
4. Health conditions with special reference to social diseases.
5. The juvenile delinquent after the first state.
6. The boards of public welfare and the county care for the poor and unfortunate.
7. Better law observance, and probably less laws to break.
8. Proper training of the child.
9. A grasp on the part of the State of its full responsibility and its willingness to undertake the job.
10. A thorough understanding on the part of our business men and employers of labor of the fact that one way to reduce the number of people who are charges upon the State is to invest money in activities designed to prevent the making of criminals and dependents.

In conclusion, attention is directed to page 131 of the report, where, with reference to the ex-prisoner, the statement is made, "the health of the group does not seem to have been impaired by their confinement in prison but actually seems to have been improved". This would indicate that many of the prisoners have before entering prison lived under conditions which bred crime and disease, and that as poor, perhaps, as North Carolina prison conditions have been, many of the prisoners have been better off while in prison.

This report sets forth the program which we believe, if adopted by the General Assembly and proper personnel for its admin-

istration is set up, will do much, not only to meet the public demands for a modern treatment of the prisoner and the prison problems, but that it will result in better discipline and morale; that it will give the prisoner a more hopeful outlook on life with the State assisting him in the problem of re-adjustment in after prison life; and that it will also be economically beneficial to North Carolina in that prison efforts will be coordinated with producing commodities for State use, and that State's Prison System will cease to become such a great financial drain upon the State Treasury. The object of prison administration is not only to punish the guilty but to reform the prisoner as much as possible. It is not primarily to make money out of the prisoner, but we believe that the more intelligent handling of prisoners and the proper coordination of farming and industry will go a long way toward reclaiming the prisoners for useful lives and thus reducing the burden upon the taxpayers.

Respectfully submitted by The Subcommittee,

A. D. MacLean
J. W. Bunn
George Ross Pou
T. L. Bland
E. B. Jeffress

Members of the State Prison Board:

J. W. Bunn, Acting Chairman
L. F. Abernethy
Edwin B. Bridges
B. B. Everett
D. Colin Barnes
J. R. Smith
A. S. Copeland

Prison Advisory Commission:

Hon. O. Max Gardner, Chairman Ex-officio
J. W. Bunn
E. B. Bridges
L. F. Abernethy
Nathan O'Berry
Baxter Durham
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Dr. Howard W. Odum
A. D. MacLean
J. G. Stikeleather
A. H. Graham
George Ross Pou
E. B. Jeffress
H. E. Miller
J. A. Hartness

APPENDIX I

AN ESTIMATE OF PURCHASES OF SUPPLIES AND MATERIALS, PRINTING, FURNITURE AND EQUIPMENT BASED ON THE FISCAL YEAR ENDED JUNE 30, 1930

FOOD AND PROVISIONS

Cereal Products	$148,169	
Bread and Crackers	9,097	
Dried Fruits	15,774	
Canned Fruits	74,461	
Fresh Fruits	27,513	
Canned Vegetables	70,572	
Beans and Peas	28,267	
Potatoes	24,750	
Fresh Vegetables	36,813	
Meats and Meat Products	458,042	
Condiments, Flavors and Relishes	67,361	
Dairy Products	178,269	
Poultry Products	56,331	
Beverages	36,061	
TOTAL FOOD AND PROVISIONS		$1,231,840

DRY GOODS AND SEWING SUPPLIES

Dress Goods	66,898	
Sheeting	6,377	
Table Cloth Materials	3,397	
Towels	3,965	
Blankets	18,389	
Cotton Padding	3,419	
Cotton Linters	1,353	
Pillows	1,595	
Mattress Covers	3,766	
Bed Spreads	3,999	
Pillow Cases	784	
TOTAL DRY GOODS AND SEWING SUPPLIES		$115,191

WEARING APPAREL

Coats	813
Men's Suits	15,557
Trousers	969
Shirts	5,453
Hose	2,625
Shoes	30,631

Sweaters	1,435	
Hats	1,292	
Knit Underwear	5,151	
Suspenders	408	
Overalls	2,615	
Girls' Bloomers	37	
Dresses	1,569	
Girls' Coats	204	
Caps	251	
Night Gowns and Shirts	372	
Aprons	245	
Boys' Suits	280	
Boys' Caps	87	
Girls' Hats	204	
Boys' Pants	155	
TOTAL WEARING APPAREL		$ 70,353

FARM SUPPLIES

Feed and Forage	96.308	
Fertilizers	78,860	
Seed and Plants	24,378	
Hardware, Lumber and Paint	25,000	
Feeds and Forage Produce	200,000	
TOTAL FARM SUPPLIES		$ 424,546

HOUSEHOLD SUPPLIES

Cleaning Supplies	45,084	
Floor Oils and Disinfectants	15,751	
Brooms, Mops, Brushes, etc.	9,176	
Miscellaneous Supplies	8,500	
TOTAL HOUSEHOLD SUPPLIES		$ 78,511

OPERATION AND MAINTENANCE OF PLANT SUPPLIES

Coal	388,100	
Hardware, Lumber and Paints	140,000	
TOTAL OPERATION AND MAINTENANCE OF PLANT SUPPLIES		$ 428,100

OTHER SUPPLIES

Office Supplies	75,000	
Hospital and Medical Supplies	150,000	
Educational Supplies	151,145	
Supplies for Resale	432,000	
TOTAL OTHER SUPPLIES		$ 808,145

PRINTING AND BINDING

Stationery and Forms	55,000	
Catalogue and Bulletins and Books	110,000	
Multigraphing and Mimeographing	15,000	
Diplomas, Certificates, etc.	15,000	
Books and Publications for Sale	105,000	
TOTAL PRINTING AND BINDING		$ 300,000

EQUIPMENT

Office	42,000	
Household	65,000	
Hospital	45,000	
Class Room and Educational	100,000	
Agricultural	25,000	
Other	23,000	
TOTAL EQUIPMENT		$ 300,000
TOTAL SUPPLIES AND MATERIALS, PRINTING AND EQUIPMENT		$3,756,686

HIGHWAY COMMISSION

Supplies and Materials	2,000,000	
Equipment	300,000	
(Information not available for analysis)		
TOTAL HIGHWAY COMMISSION		$2,300,000
TOTAL		$6,056,686

STATE'S PRISON PRINTERY
RALEIGH, N. C.

MSH 24844

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